RCMP
ROYAL CANADIAN MOUNTED POLICE

Responding To Organized Crime In Canada:
The Role of Media and Social Marketing Campaigns

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Executive Summary

This discussion paper examines the role that social marketing, and related public education and media campaigns, might play in the RCMP's ongoing efforts to combat organized crime. The purpose of such a campaign would be to educate and engage both the public and the law enforcement community. Our research revealed that there is a paucity of information in Canada and elsewhere on the use of social marketing campaigns aimed specifically at organized crime. Nor is there evaluation data pertaining to past or existing campaigns in this area. Existing media campaigns focusing on such issues as identity theft, boiler room operations, drug trafficking or Internet fraud do not make an explicit link to organized crime.

A project undertaken by The People's Law School of British Columbia represents one of the few Canadian examples of social marketing research aimed at organized crime. This project involved consultations across the province during which participants were asked to provide their views on the nature of the organized crime problem in their region. They were also asked for suggestions about developing an effective public education campaign.

Given the lack of available information, we explored how social marketing has been used in related areas such as anti-crime and crime prevention campaigns. We reviewed a number of evaluation studies of such initiatives including the McGruff "Take A Bite Out Of Crime" campaign in the US as well as selected anti-violence, anti-drinking and driving, and anti-drug use initiatives. Various examples from other fields were also considered including the successful use of social marketing in motor vehicle accident prevention, anti-smoking campaigns and campaigns to address the sexual exploitation of children. These examples provide important insights into the use of social marketing for raising awareness, education and changing public behaviour.

Some of the more recent media-based anti-crime campaigns are better designed and marketed than previous efforts in this area; however, the evidence of the effectiveness of these programs is equivocal. While some positive benefits have been identified such as raising awareness and providing education, there is little evidence that documents successful changes in behaviour. A more focused analysis on some specific law

enforcement initiatives offers some insights on this issue. For example, over the past 20 years or so, there has been considerable research on anti-drinking and driving media campaigns. This research shows that messages that people can personally relate to are the most effective in bringing about behaviour change. Media ads, television shows, and police checks were cited as being more influential in changing drinking and driving behaviour than were messages sponsored by social groups concerned about this issue. The research also suggests that media campaigns associated with visible enforcement strategies are more effective in changing behavicur than media campaigns alone. Finally, one can conclude that overall, the literature indicates that scare tactics must be used with a considerable degree of caution and closely tailored to the issue.

Part II of this report provides a more focused overview of social marketing principles and practices. The lessons presented in the literature on effective social marketing are highlighted and their implications for a campaign aimed at organized crime are considered. In this regard, the literature stresses that while changing attitudes and educating the public are important, changing behaviour is the bottom line for social marketing. However, the link between attitude and behaviour change is not direct nor is changing behaviour easy. The literature suggests that it is based on a multitude of factors including the use of mass media, the social context, group interaction, the actions of leaders, and the credibility of the messages provided.

Several recurring themes in the literature are highlighted in Part II. These include the importance of understanding the target audience and recognizing that it is usually heterogeneous. The critical importance of research for effective social marketing is emphasized repeatedly in the literature. An effective research component provides vital information about the target audience and its needs, interests and concerns. As well, the research process can help to identify the barriers that may prevent people from changing their attitudes and behaviour and the inducements that may get them to change. Effective research also provides the basis for timely evaluations of campaign activities.

The social marketing literature also highlighted the need for a mix of media and community-related elements in a social marketing strategy. Having a systematic approach was seen as crucial in this regard. As well, an effective social marketing

campaign will specify what actions are expected of the target audience. Conversely, it will contain a clear indication of what audience members can expect in return if they do what is asked of them.

Based on these findings, a number of recommendations and possible future actions were identified. These include the following:

RECOMMENDATIONS:

1. **Establish Clear Goals and Objectives:**
   It is important at the outset of any social marketing campaign to establish clear goals and objectives. As noted above, there are several options including raising awareness, educating the target audience and changing behaviour. Each requires particular actions to be taken. It is important to note that changing attitudes does not necessarily translate into changing behaviour. Moreover, changing behaviour is difficult, requiring a considerable investment in time and resources. Goals and expectations should be established with this in mind, keeping expectations in line with what is realistic. At the same time, sufficient resources need to be available and matched with expectations.

2. **Develop a Systematic Plan:**
   A systematic plan forms the basis of any successful social marketing campaign. Such a plan should be built on solid information from existing sources as well as tailored research. The plan should reflect the goals and objectives of the social marketing campaign as well as the resources available to carry it out. A systematic plan provides all involved with a clear indication of what to expect, when and who will be involved and how this will unfold. Each component of the plan builds logically on what has come before and uses research to evaluate each element of the plan on an ongoing basis. The research also helps to identify the target audience(s) and informs decisions on the appropriate mix of strategies to be used.

3. **Identify Target Audience(s) and Tailor Messages:**
   Successful social marketing plans are based on a thorough understanding of the target audience(s) including their needs and concerns. This is can be derived from research on the target audience that can be gathered in a variety of ways including surveys, case studies and focus group sessions. Information on the target audience will help to identify barriers to behavioural change as well as inducements that will help target audience members to see the benefits of changing their behaviour. Information about the target audience(s) is vital to the development of marketing messages that should be tailored to each audience segment. Test marketing of the messages can gauge their relevance to audience members as well as their effectiveness in inducing change.

4. **Link Plan to Local Communities and Contexts:**
   The literature on social marketing emphasizes the importance of grounding a marketing campaign in the local community. This requires a decentralized approach that is sensitive to regional and local contexts. It also emphasizes the need to

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identify the specific mix of strategies that will be used in different communities. The particular approach taken in each community should reflect the needs and concerns of the local target audience as well as the culture of the community. Attention and recognition should be given to what has already been done or is currently underway. An assessment should also be made of existing resources available in the community that could be mobilized to support the campaign, including media resources.

5. **Establish Partnerships and Develop an Infrastructure of Support:**
Partnerships and connections to the local infrastructure represent important elements of successful social marketing campaigns. Part of the social marketing plan should include a way of engaging key community leaders and interested stakeholders (e.g., police, community organizations, media representatives, marketing experts, etc.). The marketing mix that is developed should incorporate the participation of partners and take advantage of the opportunities provided by the existing infrastructure in a community. Schools, senior citizen centres, service clubs and the volunteer sector represent important elements of most communities. Each can be engaged to enhance the efforts of a systematic and comprehensive social marketing campaign.

6. **Link Communication to Enforcement**
The research on social marketing related to law enforcement and crime prevention highlighted the importance of linking marketing messages to enforcement efforts. A systematic plan should include the dissemination of information as well as enforcement strategies. The public should be informed of what is expected of them as well as the benefits of complying with changes in behaviour. Including an enforcement component demonstrates the seriousness of the campaign to the public.

7. **Engage Social Marketing Professionals:**
A social marketing campaign includes many complex elements. The literature emphasizes the importance of employing professionals in the development of media messages. Well-crafted, professional media spots can make an enormous difference in the success of a campaign. The literature also suggests that there are many professional groups willing to contribute their time and expertise to social marketing efforts, including the development of public service announcements. The literature points out, however, that those engaging in social marketing may want to purchase time for their PSAs in order to maximize their effectiveness. That way, they can control when, where and how often the spots are shown as opposed to relying on the media outlets to provide time free of charge.

8. **Establish Evaluation and Assessment Strategies:**
The importance of research for successful social marketing campaigns has been emphasized throughout these recommendations. In addition to its other uses, a solid research plan includes a capacity to engage in ongoing evaluation and assessment. An action research approach can provide timely information regarding various aspects of a social marketing plan and allow for modifications and adjustments to be made in a timely fashion.

Introduction

Organized crime represents an ongoing concern for Canadian authorities, and police agencies from across the country are making concerted efforts to respond to this important problem. For its part, the Royal Canadian Mounted Police (RCMP) has provided national leadership in mobilizing support and action against organized crime. This discussion paper examines the role that social marketing, and related public education and media campaigns, might play in the RCMP's ongoing efforts against organized crime. It is exploratory in nature and the first attempt to assess the potential role that social marketing might play in a more comprehensive response by the RCMP to organized crime.

Part I begins with a brief overview of current perceptions and responses to organized crime in Canada and considers the many and varied ways this illegal behaviour is defined. Next, we examine existing public awareness campaigns aimed at organized crime to assess what is being done in this area. This is followed by a discussion of several key examples of how media campaigns have been used in both anti-crime and crime prevention initiatives. These crime-related examples are supplemented with a discussion of media campaigns in related fields that offer important insights into how these approaches could be used in raising public awareness and changing behaviour. They illustrate some of the lessons that can be incorporated in the development of an effective social marketing campaign to address current concerns over organized crime in Canada. The initiatives considered here are ones that have been evaluated or that are based on grounded research. They incorporate various social marketing techniques and principles that illustrate some of the key social marketing concepts that are discussed in detail in Part II of this report.

Part II builds on the ideas and examples explored in Part I. It presents a more in-depth discussion of social marketing and explores the role it can play in response to concerns related to organized crime. Part II includes a discussion of the theoretical assumptions

that underlie a social marketing approach as well as some of the key lessons reported in the literature about successful social marketing strategies.

The report concludes with a discussion of the key factors related to social marketing and some recommendations for the use of a social marketing approach in possible future action related to organized crime.

PART I Organized Crime, Anti- Crime and Crime Prevention Campaigns

1. Organized Crime In Canada: Current Perceptions and Responses

Existing perceptions of organized crime in Canada are many and varied. Whether looking through the lens of a police officer or a member of the general public, there is considerable variation as to what people include in their definitions of organized crime. There are also important differences in what people think we should do about it. For example, some police professionals include telemarketing fraud, organized vehicle theft, trafficking in humans and the unlawful dumping of toxic waste in their definitions of organized crime. In contrast, most members of the public associate organized crime primarily with drug trafficking and biker gangs. They are familiar with news stories about organized crime groups, the turf wars that have occurred over control of the drug trade and the harm that these have caused. They have heard about the murder of gang members by rival gangs[1] as well as the murders of prison guards and the deaths of innocent victims caught in gang violence. At the same time, the public don't necessarily think that they should be involved in the response to these problems. Nor do they believe that organized crime represents a direct or salient threat to them personally since they aren't involved in any illegal activities involving organized crime.

These contrasting perceptions represent a serious challenge for law enforcement officials and policy makers who increasingly recognize that the views of the public about

[1] Fact Sheet on Organized Crime, page 2. Public Safety and Emergency Preparedness Canada website at http:/www.psepc-sppcc.gc.ca/policing/organized_crime/FactSheets/org_crime_e.asp

organized crime have to be carefully assessed. This was the goal of a study undertaken in 2003 by the People's Law School of British Columbia.[2] This research project included a series of public consultations across British Columbia in which participants were asked about their concerns with organized crime. However, identifying public concern over organized crime has become more difficult in recent years, since as Public Safety and Emergency Preparedness Canada (PSEPC)[3] reports, organized criminal groups have become more complex and sophisticated. So too have the types of crimes in which they engage. For example, organized crime groups are increasingly involved in cyber-terrorism, bank and credit card fraud and identity theft. These are complex crimes that are difficult to detect and police. This makes the task of preventing and controlling organized crime even more challenging than in the past.

In September 2000, federal, provincial and territorial Ministers responsible for justice recognized the fight against organized crime as a national priority. They identified common objectives and agreed that all levels of government, and on a number of fronts must address organized crime. Eight National Policy Priorities [4] were identified: illegal drugs, outlaw motorcycle gangs, economic crime, high-tech crime, money laundering, illegal migration & trafficking in human beings, corruption, and street gangs. In addition, some emerging or pressing concerns were also identified including: intimidation of criminal justice actors, gaming, auto theft, criminal activities related to diamond mining, and the presence of organized crime in ports.

Given these numerous priorities and concerns, it is difficult for law enforcement authorities to coordinate ongoing efforts against organized crime. Importantly, policing in Canada varies dramatically by region and size of community. In this context, how can Canadian police agencies, and more specifically the RCMP, contribute to the development of a response by the police community to more effectively address organized crime concerns in Canada? How can they adjust current training materials and programs to better prepare their own personnel to deal with these challenges? At the same time, how can police authorities better inform the general public about the dangers of organized crime and, more importantly, engage them in its prevention and

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[2] Workshops on Organized Crime organized by the People's Law School of British Columbia held between January and March 2003.
[3] Fact Sheet on Organized Crime, page 1. Public Safety and Emergency Preparedness Canada website at http://www.psepc-sppcc.gc.ca/policing/organized_crime/FactSheets/org_crime_e.asp

control? Social marketing provides some important insights into how these challenges car be addressed.

2. Existing Media Campaigns Related to Organized Crime

In this section, we consider how social marketing and related media campaigns have been used in anti-crime and crime prevention campaigns. It should be noted at the outset, that there is a paucity of information on social marketing, media campaigns or public awareness/education initiatives aimed specifically at organized crime. There is also a lack of evaluation data pertaining to past or existing programs in this area. While police representatives, including the RCMP, have undertaken some focused public awareness/education activities targeting specific groups and individuals, we did not find any generalized or comprehensive public education campaigns specifically aimed at organized crime. The only significant Canadian example we located is the work being done by the People's Law School of British Columbia (PLSBC) that was mentioned above.

PLSBC conducted two public consultations to assess public knowledge of organized crime and their willingness to act. The first series of workshops were conducted during the winter of 2003 and the findings from this study are available on PLSBC's website. The second series of consultations were held in the fall of 2004 and the results are pending. The focus of the 2003 consultations were on the following: the type of information/strategies that would promote greater public awareness of organized crime related issues; the nature of the information to be developed; who the target audience should be; and how this information should be delivered. The consultations also explored the kind of community involvement that would be required to address organized crime concerns given the complexity of this issue. Finally, the PLSBC consultations examined the need for tailored regional approaches and the issues/areas that should be addressed.[5]

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[4] Meeting of Federal, Provincial and Territorial (FPT) Ministers Responsible for Justice. September 2000.
[5] Community Consultation, Needs Assessment on Public Legal Education Strategies for Anti-Organized Crime, **Introduction**. Provincial Innovations Program of the People's Law School of British Columbia. 2003 (Funded by the then Solicitor General Canada)

The participants in the 2003 consultation identified illegal drugs, outlaw motorcycle gangs, economic crime, street gangs, auto theft and criminal activities in ports as priority organized crime problems. However, two things are worth mentioning about these findings. First, the participants were asked to identify priorities from a pre-determined list of organized crime related problems. Second, the consultations were held in a particular region of Canada that has a unique geography, culture and history. It is not hard to imagine that a similar exercise held in another part of the country would yield substantively different results. The manifestation of the organized crime problem in Ottawa, for example, is distinctly different from what it is in Vancouver and this would result in different priorities being identified by consultation participants.

Some of the key conclusions from these public consultations are germane to this discussion paper since they deal with audience views about how they can be reached and motivated to take action against organized crime. The participants identified a number of factors that need to be considered.[6] These include the following:

- All messages need to be clear. It is very important that plain language be used and that they not be presented with too many themes at once. Otherwise audiences will become overwhelmed and not take in the message.

- All messages need to be personalized in some manner. People respond better if they are shown how illegal activity affects them directly, rather than shown how the activity may affect the community in general. The more personal the message, the more powerful the impact.

- People need to learn about a topic from a variety of sources. We live in an information age where all learning happens on a variety of levels. Therefore, if we are going to commit to educating the public on the impacts of organized crime, we need to ensure that we provide this information in a variety of formats and on a variety of levels.

- One group even came up with an acronym for effective educational strategies. It is ESP, standing for emotional, simple and personal.

- It was suggested that when it comes to the flow of information, the starting point should always be from one of these three proactive perspectives: to take precautions, to exercise vigilance and to be prepared.

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[6] Community Consultation, Needs Assessment on Public Legal Education Strategies for Anti-Organized Crime. **Section Three: Findings**. Provincial Innovations Program of the People's Law School of British Columbia. 2003 (Funded by the then Solicitor General Canada)

While this research does not provide us with insights as to what type of social marketing strategy works best, it does give us an idea of user/audience related views regarding the basics for developing an effective public education campaign. Very similar views were found when we examined a number of effective crime prevention and public education campaigns. These are discussed later in this report.

We reviewed various information sources to ascertain if there were other examples of anti-organized crime initiatives where the public and the police community were targeted for information or education. Aside from one interesting article in the RCMP Gazette focusing on the Anti-Gang Legislation: Bill C-95 and Outlaw Motorcycle Gangs, and a 2002 Canadian Centre for Justice Statistics (CCJS) study entitled "Organized Crime in Canada: An Investigation into the Feasibility of Collecting Police-Level Data," we found no other pertinent Canadian information. While the Gazette article[7] is interesting, it does not provide advice or suggestions pertaining to public education or information campaigns. It was aimed at providing the police community with detailed information on the Anti-Gang Legislation (Bill C-95) and on Outlaw Motorcycle Gangs. Importantly, it does contain some interesting information that could be used in public education campaigns aimed both at the general public and police professionals. For example, each chapter has a section entitled, "Did You Know" which provides bullet points such as: (1) Outlaw Motorcycle Gangs comprise a large and growing percentage of organized crime in Canada; (2) Police in Northern Canada are seeing an increase in OMG activity in the drug trade; (3) the Hells Angels name and logo are registered trademarks and they are one of the oldest outlaw biker gangs; etc. As for the CCJS study, it focuses on police data collection rather than on the dissemination of information for public education.

The citing of these findings is not intended to suggest that there is no police training with respect to organized crime. Indeed, a number of research reports on various aspects or elements of organized crime have been completed in recent years and, some of these are used in police training. However, we did not find a concerted effort to integrate this knowledge into comprehensive training initiatives by the police community.

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[7] Criminals in Uniform. RCMP Gazette, Vol. 61, Nos. 7-12 1999 Special Edition.

Our research did not reveal any relevant studies from Canada, the United States, the United Kingdom or other countries that focused specifically on anti-organized crime education and information campaigns aimed at the general public and/or the police community. Existing media campaigns focusing on identity theft, boiler room operations aimed at defrauding seniors, drug trafficking or Internet fraud do not mention a link between these criminal activities and organized crime.

We examined of a number of Canadian police websites for evidence of the fight against organized crime. With the exception of the RCMP website, we found no specific information aimed at the general public relating to organized crime but we did find some information on individual crimes that experts would link to organized crime. This includes a specific review of information pertaining to crime prevention and/or public education/information. As for the RCMP, there was some information relating to organized crime that provides detailed definitions, areas of concentration and national priorities, however, there was no information related specifically to crime prevention and/or public education efforts aimed at organized crime.

We also examined the information available through the websites of the Halifax Police Department, Service de police de la ville de Québec, Service de police de la ville de Montréal, the Toronto Police Service, the Edmonton Police Service, the Saskatoon Police Service and the Vancouver Police Service. Again, this examination did not yield any information on organized crime that was intended to raise public awareness or public education.

We also looked at the training courses available at the Canadian Police College, RCMP Depot, the École nationale de police du Québec and the Ontario Provincial Police (OPP) Training Institute. In this case, we did not find comprehensive courses on organized crime or on public education related to organized crime. We did find a number of courses pertaining to crimes that are often associated with organized crime by law enforcement officials. While this does not mean that this topic is not covered indirectly within existing courses at these institutions, it does suggest that the police community has not singled out this area for specific attention in terms of public education or comprehensive training.

Given the paucity of research on anti-organized crime public awareness or public education campaigns, we turned to the experiences and lessons learned from related initiatives, including general crime prevention campaigns where some success has been achieved. We present these studies as exemplars from which we can derive important insights into how an effective anti-organized crime public awareness campaign could be developed.

3. General Anti-Crime and Crime Prevention Media Campaigns

There are a number of ways to categorize general media-based anti-crime and crime prevention efforts. Surette[8] identifies three basic types of media-based anti-crime programs: (1) those targeting offenders (e.g. anti-drug public service ad campaigns); (2) victimization reduction programs (e.g., McGruff "Take a Bite Out of Crime" campaign); and, (3) citizen participation programs (e.g., Crime Stoppers).

Evaluation research of current media-based efforts targeted at offenders reflects difficulties that are related to a lack of control over the information disseminated in the media as well as the lack of attention given to fitting media messages to specific target audiences.[9] Where these criteria are met, as in media-based anti-drug campaigns, the results are promising. The more recent media anti-drug campaigns, such as the Media Advertising Partnership for a Drug-Free America, are better designed and marketed. Evaluations of these efforts indicate that a media campaign can significantly affect attitudes toward drugs among preteens, teenagers, and adults.[10] "Whether or not behavioural changes and reduced drug use follows has yet to be determined, although the correlational evidence suggests they might".[11]

An analysis of seven studies of 15 anti-violence public service announcements and an anti-violence program found no evidence that either approach significantly affected

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[8] Surette, Ray (1998) Media, Crime and Criminal Justice – Images and Realities (2nd Edition). Page 161. West/Wadsworth (ITP)
[9] Surette, Ray (1998) Media, Crime and Criminal Justice – Images and Realities (2nd Edition). Page 162. West/Wadsworth (ITP)
[10] Black J (1988) in Surette, Ray (1998) Media, Crime and Criminal Justice – Images and Realities (2nd Edition). Page 163. West/Wadsworth (ITP).
[11] American Association of Advertising Agencies (1990) What We've Learned About Advertising from the Media-Advertising Partnership fro a Drug-Free America. Pamphlet. New York: Author.

adolescent attitudes toward violence.[12] Further, the evaluation concluded that messages intended to de-glamorize violence may be overwhelmed by messages that glamorize violence. The analysis stated that the former may not have been aired frequently enough to achieve their objectives. Even under the best of circumstances, the media, and television in particular, may only modestly affect violent attitudes and behaviours.[13]

Surette[14] also questions the potential effectiveness of victimization reduction anti-crime programs. He believes that because media-generated fear underlies both the offender-targeted deterrence and citizen-targeted anti-victimization campaigns, it is important to understand the consequences of using fear in media campaigns. He concludes that research has shown that using fear as a marketing technique and as a means of influencing behaviour is problem-ridden and sometimes counterproductive. In essence, media-generated fear and concern, if not carefully managed, can result in exactly the opposite effects than those desired.

Finally, Surette[15] notes that victimization reduction campaigns (e.g. Crime Stoppers) are considered to be a useful means of disseminating anti-crime information to the public. He points out, however, that while they can influence attitudes, they appear to affect behaviour only marginally. He suggests that more significant effects may be beyond their reach.

Lab[16] reviewed the research pertaining to the assessment of the potential impact of mass media campaigns such as the National Crime Prevention Centre's "Take a Bite Out of Crime" (the McGruff campaign) as well as some crime newsletters and other information lines. The McGruff campaign has been in operation for over 20 years. Two

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[12] Biocca F, Brown J, Shen F, Bernhardt J, Batista L, Kemp, K, Makris G, Wset M, Lee J, Straker, H, Hsiao H and Carbone E (1997) Assessment of Television's Anti-Violence Messages, Page 415. University of North Carolina Chapel Hill Study. In National Violence in Television Study: Vol. 1 Thousands Oaks California. Sage

[13] Biocca F, Brown J, Shen F, Bernhardt J, Batista L, Kemp, K, Makris G, Wset M, Lee J, Straker, H, Hsiao H and Carbone E (1997) Assessment of Television's Anti-Violence Messages, Page 415. University of North Carolina Chapel Hill Study. In National Violence in Television Study: Vol. 1 Thousands Oaks California. Sage.

[14] Surette, Ray (1998) Media, Crime and Criminal Justice – Images and Realities (2nd Edition). Page 165. West/Wadsworth (ITP)

[15] Surette, Ray (1998) Media, Crime and Criminal Justice – Images and Realities (2nd Edition). Page 167. West/Wadsworth (ITP)

major evaluations have been done. The first was conducted from 1979 to 1981 with the results being reported by O'Keefe and Mendelsohn.[17] This study involved a national survey of 1200 adults from across the US. The results showed that roughly 50% of the respondents saw the campaign announcements but only 3% of these individuals were able to recall the advertisement without some prompting by interviewers.

The same research team conducted a second evaluation in 1992. In this case, a national sample of adults as well as law enforcement and media representatives was surveyed. This study found that 80% of the respondents reported seeing the announcements with similar positive results reported for media and law enforcement personnel[18]. Lab concludes that, in general, the "Take a Bite Out of Crime" campaign facilitates attitudinal changes in the groups that traditionally are the least vulnerable to crime and those already interested in crime prevention issues. He goes on to state that this mirrors findings regarding who joins Neighbourhood Watch and other crime prevention programs.

O'Keefe and Mendelsohn[19] note that behavioural changes do not always correspond to attitudinal changes. That is, many people try out various crime prevention measures without reporting any attitudinal shifts about crime and fear of crime. Based on both evaluations, O'Keefe et al[20] suggest that programs keep their main themes and seek ways to reach vulnerable groups in society. In addition, they conclude that these types of campaigns should attempt to identify the distinct needs of different audience groups and target announcements to their particular situations.

Other media campaigns on vandalism, burglary and auto theft in England (Riley, 1980 and Riley & Mayhew, 1980); Jerusalem (Geva & Israel, 1982); and Australia (Worthey et

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[16] Lab, SP (2004) (5th Edition) Crime Prevention: Approaches, Practices and Evaluations. Chap 6, Pages 113-120. Mass Media and Crime Prevention. Anderson Publishing

[17] O'Keefe et al (1984) specific details O'Keefe GJ and Mendelsohn H (1984) "Taking a Bite Out of Crime" The Impact of a mass Media Crime Prevention Campaign. Washington, DC. National Institute of Justice

[18] O'Keefe GJ and Mendelsohn H (1984) "Taking a Bite Out of Crime". The Impact of a Mass Media Crime Prevention Campaign. Washington, DC. National Institute of Justice

[19] O'Keefe GJ and Mendelsohn H (1984) "Taking a Bite Out of Crime". The Impact of a Mass Media Crime Prevention Campaign. Washington, DC. National Institute of Justice

[20] O'Keefe GJ, Rosenbaum DP, Lavrakas PJ, Reid, K and Botta RA (1996). "Taking a Bite Out of Crime". The Impact of a national Citizens' Crime Prevention Media Campaign. Thousand Oaks, CA: Sage

al, 1998)[21] produced mixed results. The impact of these campaigns were often weak and inconsistent, with the exception of campaigns against auto theft that showed somewhat greater success. These evaluations suggest that media campaigns may need to be better targeted. Sacco and Trotman[22] echo these conclusions. Based on their research on the effectiveness of a crime prevention media campaign in Alberta, they suggest that programs need to set modest, realistic goals that focus on specific attitudes and behaviours.

Lab[23] also examined the impact of crime newsletters. He points out that crime newsletters have been used in a large number of locations but have received extensive evaluations in only a few cases including Evanston, Illinois (Lavrakas, 1986: Lavrakas et al1983), Houston, Texas (Brown & Wycoff, 1987; Lavrakas, 1986), and Newark, New Jersey (Lavrakas, 1986, Williams & Pate, 1987). The format of the newsletters in these cities was basically the same. The information they provided focused on general crime prevention problems. The most consistent finding from these evaluations was that individuals who report receiving the newsletters hold favourable assessments of them. There is less consistency in the evidence regarding their impact on the fear of crime, concern for crime prevention and precautions taken as a result of the newsletters.

As for information lines, Rosenbaum et al,[24] report on a national evaluation of Crime Stoppers. This evaluation included a telephone survey of 602 Crime Stoppers programs and surveys of police coordinators, Crime Stoppers Boards of Directors, and mass media executives. They found no indication that programs like Crime Stoppers have reduced crime or fear of crime.

Lab[25] concludes that the use of media is a relatively new approach in crime prevention. Research on the exposure of the public to media information and the analysis of media campaigns shows that media presentations can affect fear of crime, feelings of self-

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[21] In Lab, SP (2004) (5th Edition) Crime Prevention: Approaches, Practices and Evaluations. Chap 6, Mass Media and Crime Prevention, p.116. Anderson Publishing
[22] Sacco VF and Trotman M (1990) "Public Information Programming and Family Violence: Lessons from the Mass media Crime Prevention experience", Canadian Journal of Criminology 32:91-105
[23] Lab, SP (2004) (5th Edition) Crime Prevention: Approaches, Practices and Evaluations. Chap 6, Mass Media and Crime Prevention, p.117-118. Anderson Publishing
[24] Rosenbaum DP, Lurigio AJ and Lavrakas PJ (1989) "Enhancing Citizen Participation and Solving Serious Crime: A National Evaluation of Crime Stoppers Programs", Hills: Sage
[25] Lab, SP (2004) (5th Edition) Crime Prevention: Approaches, Practices and Evaluations. Chap 6, Mass Media and Crime Prevention, p.123. Anderson Publishing

confidence in avoiding victimization, and the adoption of crime prevention precautions. However, the level and extent of these changes is not uniform across the evaluations. Nor is there consistent information about their actual effect on crime or the behaviour of those who had received the information.

The Bureau of Justice Assistance (BJA)[26] provides financial support to implement and assess public education aimed at anti-crime, violence and illicit drug use campaigns through its National Citizens' Crime Prevention Center (NCPC). Findings and lessons learned from these programs are incorporated into educational and training materials. For example, they suggest that the Community Response to Drug Abuse program, which was conducted in 10 different sites from 1989 through to 1992, has demonstrated the remarkable capacity of local groups in crime-besieged neighbourhoods to tackle tough problems using appropriate training, responsive technical assistance, and modest financial aid.

The evidence garnered from this examination of anti-crime and crime prevention programs is equivocal. While some positive benefits have been identified, such as raising awareness and providing education, there is little evidence available that documents successful changes in behaviour. A more focused analysis on some specific law enforcement initiatives offers additional information on this issue.

4. Specific Anti-Crime Public Education Initiatives

Drinking and Driving

Anti-drinking and driving media campaigns have been extensively researched over the past 20 years or so. They are viewed as one of, if not **the**, most successful type of public education campaign. We review several examples of anti-drinking and driving media campaigns here, in order to consider the types of results they have achieved.

[26] Bureau of Justice Assistance, Office of Justice Programs, US Department of Justice.

The first example of an anti-drinking and driving media campaign is found in a1986 Canadian study by Kivikink et al[27] on perceived drinking-driving behaviour changes following media campaigns and police spot checks in two Northern Ontario[28] cities. These campaigns followed significant legislative changes to the Canadian Criminal Code on drinking and driving as well as a major national effort to inform Canadians about the dangers and consequences of this behaviour. Kivikink et al (1986)[29] reviewed previous research and concluded that evidence regarding public information and education campaigns suggests that they increase the public's knowledge about drinking and driving, and perhaps their understanding of alcohol's effect on the drunk driver. However, they found little evidence to show that public information, in and of itself, changes attitudes and behaviour on a large scale.

Cousins[30] notes that the public in general has a poor knowledge of the definition of drinking and driving laws and the penalties for not observing these laws. Kiviking et al[31] reviewed two community-based intervention programs that received much attention. These included the community action group that initiated media and public education programs like PRIDE (People to Reduce Impaired Driving Everywhere) and systematic police campaigns (including spot checks) designed to reduce impaired driving by increasing both the subjective and objective perception of drivers that they are at risk of being caught for drinking and driving. The research showed that messages that people could personally relate to were the most effective in bringing about behaviour change. Media ads, television shows, and police checks were cited as being more influential in changing drinking-driving behaviour than were PRIDE and other social group messages.

A study by Dejong & Atkin[32] was based on a content analysis of 137 public service announcements (PSAs) focused on alcohol-impaired driving that aired nationally on

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[27] Kivikink R. et al "A study of perceived drinking-driving behaviour changes following media campaigns and police spot checks in two Canadian cities". Canadian Journal of Criminology 28 (3): 263-278 Jul. 1986.
[28] Kivikink R. et al "A study of perceived drinking-driving behaviour changes following media campaigns and police spot checks in two Canadian cities". Canadian Journal of Criminology 28 (3): 263-278 Jul. 1986.
[29] Kivikink R. et al "A study of perceived drinking-driving behaviour changes following media campaigns and police spot checks in two Canadian cities". Canadian Journal of Criminology 28 (3): 263-278 Jul. 1986.
[30] Cousins, L.S. "Effects of public education on substantive probability of arrest for impaired driving: A field study". Accidents analysis and Prevention. 12, 131-141. 1980.
[31] Kivikink R. et al "A study of perceived drinking-driving behaviour changes following media campaigns and police spot checks in two Canadian cities". Canadian Journal of Criminology 28 (3): 263-278 Jul. 1986.
[32] Dejong, W and Atkin CK. "A review of national television PSA campaigns for prevention alcohol-impaired driving, 1987-1992. Journal of Public Health Policy 16 (1) 59-80 SPR 1995.

American television between 1987 and 1992.[33] The study focused on the message appeals (i.e., fear, empathy, positive, modelling and informational/testimonial) and their rationale. They found that the "informational/testimonial" theme was used most and they observed that even in a venue such as a televiz ed public service announcement, strong theory-based approache s were far from the rule. They concluded that theory-based approaches deserved more scrutiny and, perhaps, wider application.

Yanovitzky & Bennett[34] considered media effects on behaviour that are mediated through other social institutions. Their study examined the extent to which changes over time in the amount of media attention given to the issue of drunk driving (DD) may have contributed to the reduction in DD behaviour witnessed between 1978 and 1996. Yanovitzky & Bennett[35] found that, in general, the mass media are particularly influential in focusing public attention on a certain social agenda, as well as in cultivating mostly biased images of social reality. They note that what remains unclear is the extent to which a policy response that was prompted by media coverage of a certain public concern actually leads to changes in the underlying behaviour.

Yanovitzky & Bennett conclude that their analysis provides some compelling evidence of indirect media effects on DD behaviour.[36] Increased media attention to the DD problem accounted for about 50% of the variance in DD behaviour in their study . In addition, the lack of evidence of direct media effects on DD behaviour is consistent with findings of previous studies (DeJong & Hingson, 1998; Haskins, 1985; Vingilis & Coultes, 1990), with the exception that exposure to general news coverage and not to deliberate public health campaigns was considered in their research.

Voas[37] conducted another study that is germane to our concerns here. This study provides us with a conceptual model on media advocacy and on how to use the news media to advance social or public policy initiatives. This "model" was based on the

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[33] Dejong, W and Atkin CK. "A review of national television PSA campaigns for prevention alcohol-impaired driving, 1987-1992. Journal of Public Health Policy 16 (1) 59-80 SPR 1995.
[34] Yanovitzky I and Bennett C. "Media attention, institutional response, and health behaviour change – The case of drunk driving, 1978-1996. Communication Research 26 (4) 429-453 AUG 1999.
[35] Yanovitzky I and Bennett C. "Media attention, institutional response, and health behaviour change – The case of drunk driving, 1978-1996. Communication Research 26 (4) 429-453 AUG 1999.
[36] Yanovitzky I and Bennett C. "Media attention, institutional response, and health behaviour change – The case of drunk driving, 1978-1996. Communication Research 26 (4) 429-453 AUG 1999.
[37] Voas RB "Drinking and driving prevention in the community: Program Planning and Implementation". Addiction 92: S201-S219 Suppl. 2, JUN 1997.

evaluation of three case studies under the general framework of the Community Trials Project (on using media advocacy strategies). These case studies focused on drinking and driving in the state of California. The author defines media advocacy as the strategic use of news media by those seeking to advance a social change or public policy initiative. Unlike specifically designed public information campaigns, media advocacy works directly with local news outlets (radio, television, newspapers and magazines) to increase local attention to a specific public health problem and solutions.

The findings from the Voas study suggest the following: (1) training of community members in media advocacy techniques and approaches can increase news events and material generated by local community members including volunteers; (2) increases in news events and material can increase both print (newspapers) and electronic (television) news coverage of local alcohol-involved topics necessary to the community prevention efforts; (3) increased coverage can focus public and leader attention on specific issues and approaches to local policies of relevance to reducing alcohol-involved injuries; and, (4) there is a need to recognize that there are different audiences/readers for the print (newspapers) and electronic (TV) media.[38] Both forms of news contribute to successful media advocacy in a community prevention effort.

A study conducted by the Community Prevention Services Task Force[39] provides an assessment of eight programs from across the US focusing on media campaigns for reducing alcohol-impaired driving (AID) and alcohol-related crashes. Three of the eight campaigns focused heavily on raising public awareness of enforcement activities and on the legal consequences of drinking and driving. These also had high police enforcement levels both pre- and post-campaign. While there were reductions in crash levels, there was no clear difference in the effectiveness of campaigns that used legal deterrence messages and those that used social and health consequences messages. None of the studies provides unequivocal evidence that a given campaign actually reduced AID or alcohol-related crashes. However, the estimated effect of the campaigns consistently indicated beneficial results. The authors pointed out that campaigns appear to work best

[38] Voas RB "Drinking and driving prevention in the community. Program Planning and Implementation" Addiction 92: S201-S219 Suppl. 2, JUN 1997.
[39] Elder RW, Shults RA, Sleet DA, Nichols JL, Thompson RS and Rajab W. "Effectiveness of mass media campaigns for reducing drinking and driving and alcohol-involved crashes- a systematic review. Task Force Community Preventive. American Journal of Preventive Medicine 27 (1): 57-65 JUL 2004

under some specific conditions, including the existence of pre-testing, high quality programming and the use of paid announcements.

The Healthfinder newsletter from the Health Behaviour News Services provides information on the results of a review of recent studies by the US Centers for Disease Control and Prevention (a summary of these can be found in the June 2004 issue of the American Journal of Preventive Medicine).[40] These studies indicate that mass media campaigns meant to curb drunk driving can reduce alcohol-related traffic accidents by 13%. These studies showed that under certain conditions, well-executed mass media campaigns can contribute to a reduction in alcohol-impaired driving and alcohol related crashes. They also suggest that campaigns are cost-effective. For example, one of the campaigns cost $403,174 US per month but the estimated savings in medical costs, job productivity losses, pain and suffering, and property damages were $8,324,432 US per month. The researchers noted that most of the ad campaigns they reviewed were aired in communities with fairly high levels of enforcement against drunk driving.

Anti-Violence

There are a number of good examples of anti-violence campaigns in Canada and the United States. While many of the studies reviewed provide useful ideas, few included a comprehensive evaluation. As well, a number of the articles present either policy statements or suggest ways and means of working together to prevent violence in a variety of circumstances. It is important to mention that the National Clearinghouse on Family Violence (Health Canada) is a rich depository of documents pertaining to anti-violence research, studies and reports. However, as was the case with respect to organized crime, there is a paucity of available research on the effects of media campaigns in this area. The National Clearinghouse on Family Violence contains limited information pertaining specifically to mass media interventions. As a result, we focused on selected studies that contribute to the objectives of this report.

[40] http://www.healthfinder.gov/news/newsstory.asp?docID=519667

The first document reviewed is a 1994 manual for professionals working in the field of family violence.[41] This manual has significant implications for the development of information, public education and intervention strategies aimed at law enforcement personnel. It provides an interesting training approach that includes a conceptual framework and basic facts about family violence. As well, it uses a case study methodology and suggests ways of taking a multi-disciplinary approach to prevent family related violence.

A review of a 2002 EKOS Research Associates report[42] on public attitudes towards family violence highlights the potential partnership that can be built with public opinion firms. Several of these firms have extensive experience in criminal justice related public opinion surveys and real opportunities exist for law enforcement authorities to partner with others interested in public opinion surveys of crime and crime-prevention.

We also looked at a report on a live performance by DanceArts Vancouver[43] dealing with teen violence. This project included a live performance and talkback session for adults and youth who may not be regular theatregoers. The performance was followed up with a series of workshops held over a three-year period. This strategy provides an interesting approach to reaching youth and senior audiences.

The United Way of Calgary, the City of Calgary and Calgary's Child and Family Services commissioned a best practices review pertaining to family and sexual violence.[44] An interesting finding from this review relates to their best practice recommendations for public awareness programs targeting ethno-cultural communities. These include the following:

- Prevention messages for ethno-cultural communities are most effective when they are community specific, in the first language of each community, and when people who are known and respected by the communities deliver them.

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[41] Hoff, Lee Ann "Violence issues. An interdisciplinary curriculum guide for health professionals". National Clearinghouse on Family Violence, Family Violence Prevention Division, Health Promotion and Programs Branch, Health Canada. August 1994.
[42] EKOS Research Associates Inc (2002) Public Attitudes Towards Family Violence: A Syndicated Study Final Report May 2002.
[43] DanceArts Vancouver "Performance and talk-back session on teen violence" November 2001
[44] Cooper M, Warthe, DG & Hoffart H (2004) "Review of best practices in family and sexual violence programming", page 4. The Family and Sexual Violence Review Advisory Committee. March 15, 2004

- Delivering the program through community agencies that have expertise in family violence and credibility within their own communities can produce outstanding results.

- A collaborative working relationship between government, community partners and the media is critical to success. Having key people at senior levels within each organization who understand and are committed to the goals of the initiative may facilitate partnerships.

- From the conception of the project, use of an advisory committee from the target community, which involves media representatives, community partners and professionals, will build trust and an understanding of the issues faced.

- It is necessary to set up a hot line to receive calls after a broadcast is aired. The hot line can identify what the needs are, refer people to services, and provide evidence that family violence is occurring within the community.

- Working together on the prevention campaign can spawn the development of inter-agency programs, increased expertise among all partners, and increased awareness among mainstream agencies about family violence issues in diverse communities.

The National Youth Network of the US Office of Juvenile Justice and Delinquency Prevention developed a tool kit to work with the media to help educate everyone – children, youth and adults - as well as to build support for youth prevention. [45] Their research suggests that groups planning to work with the media need to follow five critical planning steps: (1) Develop a process for information dissemination; (2) reach out to a variety of media organizations (newspapers, radio, TV, etc.); (3) start getting the word out on your program; (4) keep media contacts lined up by developing a strong working relationship; and, (5) develop allies by convincing them to become advocates of your program.

In 1996 the Canadian Association of Broadcasters, in cooperation with a number of federal departments, developed a campaign that kicked off with a series of dramatic radio and TV spots. These spots built on work previously done such as the 'Speak Out Against Violence' Initiative which involved developing ads with hundreds of radio and TV stations. These ads focused on three themes: Violence against Women, Violence Against Children, and Media Literacy. A key element of the campaign was a series of practical, user friendly "Tips for Action Against Violence". This type of approach would

[45] National Youth Network of the US Office of Juvenile Justice and Delinquency, Office of Justice Programs, US Department of Justice. Youth in Action Bulletin Number 14. March 2000.

be worth considering in a campaign aimed at increasing public knowledge and promoting action against organized crime.

Another program with similar potential for application to an anti-organized crime campaign is the one launched last spring through the National Strategy on Community Safety and Crime Prevention. This program involves a multi-year, multi-partnership, multi-media, anti-bullying public education campaign being offered under the auspices of the Concern for Children's Advertisers. This campaign brings the discussion about bullying into classrooms and living rooms through pro-social television spots.

Anti-Drug Initiatives

The September 2002 report of the Senate Special Committee on Illegal Drugs allocated a full chapter to Canadians' opinions and attitudes[46], the results of which help answer the question: "Where do Canadian media stand on drugs today?" A summary analysis was done by CannabisLink.ca who also did a partial review of the press coverage of drugs in Canada and compared their analysis to that of the Senate's work on public attitudes and opinions.[47] They looked at news, feature stories and editorials related to criminality. They found that most news stories on illegal drugs focus on police operations. They concluded that, while they did not know how this information helps shape public opinions on drugs or what impact it has on the public's demands concerning drugs, these articles may give people the impression that the 'drug problem" is first, and foremost, an organized crime problem.

A study on illicit drug use in Australia also discusses the role of mass media campaigns.[48] This paper suggests that mass media campaigns can create a favourable climate of community opinion, promote discussion and facilitate the introduction of certain initiatives that might otherwise be socially or politically unpalatable (such as some drug supply reduction measures). It also states that a key issue is that the

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[46] Senate Special Committee on Illegal Drugs. Chapter 10 "Canadians' Opinions and Attitudes". September 2002

[47] Cannabislink.ca "Cannabis and Canada: Year 2002 in Review" Focus on the Media. Http://www.cannabislink.ca/papers/cda2002review.htm

[48] A discussion paper prepared for the Commissioner's Drugs Committee of the Conference of Police Commissioners of Australasia and the South West Pacific Region by the Australasia Centre for Policing Research.

development and implementation of mass media campaigns should not be conducted in isolation. Rather, this should occur in the context of a broader social marketing framework in which the campaigns are used as part of a series of approaches to reduce the uptake of illicit drugs. The article concludes that overall, the literature indicates that scare tactics must be used with a considerable degree of caution and closely tailored to the issue.

Anti-Motor Vehicle Offence Initiatives

The Social Marketing Institute's series entitled "Success Stories" presented the evaluation of a North Carolina program called "Click It or Ticket" which addressed the use of seat belts and was aimed at reducing occupant injuries.[49] This evaluation looked at driver seat belt use and covered occupant injury rates between 1985 and 1999. The promotion P, as it was called, was directed at advertising a new law and its legal consequences. The extensive evaluation of the program showed that when both communication and enforcement were combined in a single marketing strategy, the results were impressive (a 14% reduction in traffic fatalities). But when the communication was withdrawn and the enforcement left in place, seat belt use dropped dramatically. Once the communication component was restored compliance went back up.

Another Australian traffic safety study looked at the potential effectiveness of various types of persuasion strategies (i.e., marketing vs. selling/advocacy).[50] The study concludes that marketing traffic safety is essentially different from marketing products. In most instances, the persuasion task is that of advocacy where the targets for persuasion need to change their behaviours (actions). Like traffic authorities, marketers deal with actions. This has implications for anti-organized crime campaigns since they would also be interested in changing behaviour.

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[49] http://www.social-marketing.org/success/cs-clickit.html
[50] Elliott, BJ (1994) "Marketing's Potential for Traffic Safety: Under or Over Stated". Elliot & Shanahan Research, 3 Berry Street, North Sydney, NSW, 2060, Australia. Schaffer Library of Drug Policy

Finally, a study from Scotland reported on the evaluation of the "Foolsspeed" campaign.[51] This study suggests taking a low-key approach when marketing anti-crime or anti-offence public education strategies. The results demonstrated that it is possible to create memorable and engaging road safety advertising without the use of graphic and fear-inducing images. Foolsspeed's low key, realistic approach appears to have been effective in creating awareness of speeding as an issue and in triggering identification, empathy and reflection among the target group.

5. Relevant Examples From Other Fields: The Health Promotion Area

In this section, we review several examples from fields such as health promotion that are relevant to the current discussion. We look first at some general health promotion initiatives followed by some specific examples pertaining to drugs, tobacco, alcohol, prescription drugs, the environment and children's well being. Each illustrates important lessons for social marketing and raising public awareness.

Abuse of Prescription Drugs

In March 2004, the US Food and Drug Administration, President Bush's "Drug Czar, John Walters, the Surgeon General and the Office of National Drug Control Policy announced a multi-strategy approach aimed at reducing prescription drug abuse.[52] In addition, the campaign involved the cooperation of local states since the information was to be made available through state health agency websites. An interesting feature of this strategy was that it included: (1) business outreach and consumer protection; (2) investigation and enforcement against the illegal sale and diversion of prescription drugs; and (3) education and training of physicians and consumers. This strategy reflects a comprehensive approach that requires the support and participation of a number of partners in the heath, business and the law enforcement community.

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[51] Stead M, MacKintosh AM, Tagg S & Eadie D (2002) "Changing speeding behaviour in Scotland: An Evaluation of the 'Foolsspeed' campaign", Centre for Social Marketing, University of Strathclyde: Glasgow Scottish Executive Social Research. 2002

[52] http://fda.gov/oe/initiatives/rxdrugabuse/default.htm & http://www.whitehousedrugpolicy.gov/news/press04/030104.html

Anti-Smoking/Anti-Tobacco

Health Canada's Social Marketing Network website contains an interesting Canadian case study on social advertising and tobacco demand reduction originally published in England in 1997.[53] The authors developed psychological profiles of people aged 11-17. Through these profiles and their related research, the authors developed research tools that have helped to shape Health Canada's anti-tobacco advertising campaigns during the 1990s.

The Social Marketing Institute has published the evaluation of an anti-smoking media campaign aimed at youth entitled "Florida 'Truth' Campaign". This was part of its Success Stories series.[54] What worked well in this campaign was: (1) the paid announcement strategy; (2) the willingness to periodically re-adjust aspects of the media campaign; and (3) taking a focused "theme messaging" approach, (i.e., tell the truth about cigarettes).

The Abuse and Sexual Exploitation of Children

The Communication Initiative from the United Sates and the United Kingdom[55] called "Experience – Stop It Now!" was launched in 1992. It was designed to encourage adults to take responsibility to end the sexual abuse of children. This report provides highlights of the evaluation of the Vermont (USA) program. It provides a good example of a multiple media strategy. Television feature stories, radio public service announcements, bus advertisements, and articles and opinion pieces (in Vermont newspapers) were produced in collaboration with the media and various statewide and local organizations. Some of the findings of the evaluation are germane to our present research. These findings include a discussion about calls to the help line that was established for this project. They indicate that from 1995 to 1997 Stop It Now! Vermont received 657 calls

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[53] Mintz JH, Layne N, Ladouceur R, Hazel, J & Desrosiers M (1997) "Social Advertising and Tobacco Demand Reduction in Canada". Social Marketing: Theoretical & Practical Perspectives. Eds. M.E. Golberg, M. Fishbein, S.E. Middlestadt, Lawerence Eribaum Associates, New Jersey, London, 1997.

[54] Social Marketing Institute (2003) Florida "Truth" Campaign on Anti-Smoking. This media campaign aimed at youth required the building of a new *product* and *branding* it.

[55] The Communication Initiative – lessons in Evaluating Communications Campaigns: Five Case Studies. Report on one of the Studies: Experience – Stop It Now! Campaign Vermont (USA). June 2003. http://www.gse.harvard.edu/hfrp/pubs/onlinepubs/lessons/index.html

to the help line. Of those calls, 15% were from abusers and 50% were from people who knew the abuser and/or victim. While male callers only average about 10% on most help lines, 32% of the callers to the Vermont help line were male. These findings show that people will use the help line, including abusers and those at risk for abusing.

The campaign is helping to get the word out about the availability of help. A little over one-half of all callers heard about the help line from either the media or the website. Another 25% heard about it through referrals from other professionals. Other findings reported on the knowledge, attitudes, and beliefs of residents of Vermont. In this case, the research found that the number of Vermont residents who could explain child sexual abuse almost doubled from 1995 to 1999 (45% to 85%). Overall awareness about child sexual abuse in Vermont is high and remained high over time.

Part II: Social Marketing: Responding To Organized Crime

In Part I of this discussion paper, we began with a brief overview of organized crime in Canada and examined some of the ways that public education and awareness campaigns have been used to address this issue. We then considered several key examples of how media campaigns have been used in anti-crime and crime prevention initiatives. Examples from related fields were also examined to gain a broader understanding of media campaigns aimed at raising public awareness and changing behaviour. Most of these examples illustrated the challenge of affecting change in both attitudes and behaviour. What we learned in Part I was that a number of approaches could be effective in changing how the public perceives social issues and how they respond to them. However, there was limited evidence of significant behavioural change as a result of pubic education campaigns. Where this did occur, a media campaign was usually used in conjunction with a related enhanced enforcement effort.

In this section of the report, we consider how the theoretical and conceptual underpinnings of social marketing can assist in the effort to influence both attitudes and behaviour. We begin with a more in-depth discussion of social marketing and the role it can play in response to organized crime. We provide a brief introduction to social

marketing and examine the various ways it has been defined in the literature. This is followed by a consideration of how social marketing developed historically including some discussion of the theoretical assumptions underlying this approach. Some of the key lessons reported in the literature about successful social marketing campaigns are then reviewed including the importance of identifying target audiences, the role of research and the potential impact of barriers and benefits. This is followed by an examination of several models that have been used to guide successful social marketing campaigns. Conclusions and recommendations are provided in the final section of this report, including implications for initiating a social marketing campaign in response to organized crime in Canada.

What is social marketing?

In Part I, we considered media campaigns aimed at raising public awareness and enhancing public education. These are examples of what is generally considered to be social marketing. We begin this section with a definition of this term and ask: "what is social marketing?" In essence, social marketing involves the use of mass media to influence both the attitudes and behaviour of a targeted audience. Alan R. Andreasen, one of the main figures in the social marketing field, states that, "in simplest terms, social marketing is the application of marketing technologies developed in the commercial sector to the solution of social problems where the bottom line is behavior change."[56] The first time the term "social marketing" was actually used was in a seminal article by Kotler and Zaltman entitled, 'Social marketing: an approach to planned social change". It appeared in the Journal of Marketing in 1971.[57]

The roots of social marketing can be traced to the early decades of the last century. At that time, there was a growing recognition of the importance of the mass media and its potential impact. Motivated by the success of propaganda campaigns during the First World War, researchers began to pay serious attention to the role of the mass media could play in shaping attitudes and changing behaviour. The impact of mass media

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[56] Andreasen, Alan R. Marketing Social Change: Changing Behavior to Promote Health, Social Development, and the Environment. San Francisco: Josey-Bass Publishers, 1995, Page 5.
[57] MacFadyen Lynn, Martine Stead and Gerard Hastings. Social Marketing: A Synopsis. Centre for Social Marketing, 1999.

became the subject of systematic research in the 1920s, with early studies sponsored at Columbia University soon after in the 1930s.

Research on the nature and the effects of propaganda flourished during the Second World War.[58] For example, the US government commissioned the creation of training films for new recruits. It turned to Frank Capra, a well-known Hollywood director, to produce seven 'Why We Fight' training films. These films were intended to motivate viewers and change their attitudes to support the war effort. They were subsequently seen by hundreds of thousands of Americans.[59] Four of the seven 'Why We Fight' films were included in an impact study. Interestingly the researchers found that viewing the films did not motivate recruits to serve and fight in the war. Nor were they effective in changing their attitudes towards the army's objectives or in creating resentment against the enemy. What they did accomplish was teach viewers some history of that period. This proved to be an important lesson about the relationship between public education and changing public behaviour.

The focus of research shifted after the war to focus on communication studies. Questions were pursued regarding the impact of communication on people's attitudes and behaviour and eventually, the focus became changing public behaviour.[60] This is where the emphasis on marketing emerged in earnest. According to MacFadyen et al, "during the late 1950s and early 1960s, marketing academics considered the potential and limitations of applying marketing to new arenas such as the political or social."[61] A shift in public health policy towards disease prevention really opened up the field for social marketing as technologies based on business models began to be used in the development of health education campaigns.[62]

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[58] Jowett Garth S. and Victoria O'Donnell. Propaganda and Persuasion. 2nd Edition. Newbury Park, CA: Sage Publications, 1992, Chapter 4, pp. 122-54.
[59] Jowett Garth S. and Victoria O'Donnell. Propaganda and Persuasion. 2nd Edition. Newbury Park, CA: Sage Publications, 1992, Chapter 4, pp. 122-54.
[60] Jowett Garth S. and Victoria O'Donnell. Propaganda and Persuasion. 2nd Edition. Newbury Park, CA: Sage Publications, 1992, Chapter 4, pp. 122-54.
[61] MacFadyen Lynn, Martine Stead and Gerard Hastings. Social Marketing: A Synopsis. Centre for Social Marketing, 1999.
[62] MacFadyen Lynn, Martine Stead and Gerard Hastings. Social Marketing: A Synopsis. Centre for Social Marketing, 1999.

In the 1970s, mass marketing aimed at changing public behaviour became commonplace, especially the use of public service announcements (PSA). Indeed, "public service advertising has become a significant vehicle through which large portions of campaign content are communicated to the public."[63] Despite the apparent ubiquity of PSAs, however, the use of social marketing by the public sector has been limited. Referring to the situation in the United States, Smith notes that fundamental barriers to the use of social marketing by the public sector remain. He states that "there simply is no brand manager, no marketing executive and no integration of product development, pricing, distribution, and promotion in the public sector."[64]

These factors have limited the potential of social marketing as a tool for the public sector to foster social change. Nevertheless, by the 1970s marketing principles began to be applied routinely to social causes and public policy pursuits including health behaviour and environmental concerns. They have also been used to address problems of crime and social disorder. As was seen in the examples presented in Part I of this paper, "the use of mass media to promote more active citizen involvement in reducing crime and illicit drug use has emerged as a major component of criminal justice policy (Lab, 1988; Heinzelmann, 1987; O'Keefe, 1990; Rosenbaum, 1988; Gurette, 1992)".[65]

Andreasen (1995) has provided a formal definition of social marketing which states:

> Social marketing is the application of commercial marketing technologies to the analysis, planning, execution, and evaluation of programs designed to influence the voluntary behavior of target audiences in order to improve their personal welfare and that of their society.[66]

Kotler et al subsequently differentiated social marketing from commercial marketing. They pointed out that the anticipated changes in behaviour from social marketing campaigns are intended "for the for the benefit of individuals, groups, or society as a whole".[67] Klein echoes this point stating that "social marketing seeks to influence social behaviors not to benefit the marketer, but to benefit the target audience and the general

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[63] See http://www.psaresearch.com/bib4211.html

[64] Smith, William A. Social Marketing and Its Potential Contribution to a Modern Synthesis of Social Change. Social Marketing Quarterly, Vol. VIII, No. @ Summer, 2002, Page 47

[65] http://www.psaresearch.com/bib4211.html

[66] Andreasen, Alan R. Marketing Social Change: Changing Behavior to Promote Health, Social Development, and the Environment. San Francisco: Josey-Bass Publishers, 1995, page 7.

[67] Kotler, Philip, Ned Roberto and Nancy Lee. Social Marketing: Improving the Quality of Life. Thousand Oaks: Sage Publications, 2002, Page 5.

society."[68] Coffman agrees, noting that "public communication campaigns are an attempt to shape behavior toward desirable social outcomes."[69]

This focus on changing behaviour in the interests of the public good sets social marketing apart from conventional marketing that is aimed primarily at generating private profit. While there are numerous similarities between social marketing and advertising in the business world, there are some fundamental differences as well. "Instead of pushing a product, social marketers push ideas: they promote social change using the same kinds of techniques companies use to sell products and services".[70]

The planning process required for successful social marketing has received considerable attention in the literature since it highlights the need for a systematic approach that includes research, market segmentation and objective setting.[71] As well, there is a need to consider a range of factors, including "product planning, pricing, communication, distribution and marketing research."[72]

Many authors are emphatic about the complex nature of social marketing. Weinrich, for example, notes that health communication, a form of social marketing, has evolved over the past two decades, from "a one-dimensional reliance on public service announcements to a more sophisticated approach."[73] Indeed, as will be discussed later in greater detail, most current social marketing campaigns rely on a complex mix of strategies including "traditional marketing tactics; special events with corporate sponsorship; special promotions; information, skills-development and communication resources; direct marketing; and public/media relations."[74]

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[68] Weinreich, Nedra Kline. What is Social Marketing? http://www.social-marketing.com/Whatis.html
[69] Coffman, Julia. Public Communication Campaign Evaluation: An Environmental Scan of Challenges, Criticisms, Practice, and Opportunities. Harvard Family Research Project, May 2002.
[70] Health Canada Social Marketing Network. What Is Social Marketing? A Primer. Health Canada Social Marketing Network.
http://www.hc-sc.gc.ca/english/socialmarketing/social_marketing/primer.html
[71] MacFadyen Lynn, Martine Stead and Gerard Hastings. Social Marketing: A Synopsis. Centre for Social Marketing, 1999.
[72] MacFadyen Lynn, Martine Stead and Gerard Hastings. Social Marketing: A Synopsis. Centre for Social Marketing, 1999, page 5.
[73] Weinreich, Nedra Kline. What is Social Marketing? http://www.social-marketing.com/Whatis.html
[74] Health Canada Social Marketing Network. What Is Social Marketing? A Primer. Health Canada Social Marketing Network. http://www.hc-sc.gc.ca/english/socialmarketing/social_marketing/primer.html

According to MacFadyen et al, "social marketing, like generic marketing, is not a theory in itself. Rather, it is a framework or structure that draws from many other bodies of knowledge such as psychology, sociology, anthropology and communications theory to understand how to influence people's behaviour (Kotler and Zaltman, 1971)."[75]

These theoretical underpinnings range from Skinnerian approaches based on operant conditioning, to interactionist formulations that focus on how favourable definitions in the surrounding environment influence individual behaviour. Within this theoretical milieu, however, it is clear that social learning theory (SLT) and the work of Bandura has made a significant contribution to the development of contemporary social marketing. In fact, "SLT has been a major underlying framework for a number of well-known social marketing interventions, including the Stanford programs in California and the Pawtucket Heart Health Program in Rhode Island."[76]

According to Andreasen (1995),"SLT proposes that learning of specific new behaviors takes place both directly and indirectly. For major changes in behavior or lifestyle, direct learning involves three major components: sequential approximation, repetition and reinforcement."[77] This represents the direct application to social marketing of what social learning theory was showing in laboratory experiments. These lessons were incorporated into attempts to influence the public through mass media campaigns. An important aspect of SLT is that "what has been observed has to be retained in the memory. Bandura says the modelled behavior has to be stored in some symbolic form. His studies found that subjects who expressed modelled behaviors in concise terms or vivid imagery remembered them better."[78]

Social learning and other theories have provided a solid social scientific foundation for social marketing research. Today, the field of social marketing has become part of the academic mainstream through the creation of research institutes, academic departments

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[75] MacFadyen Lynn, Martine Stead and Gerard Hastings. Social Marketing: A Synopsis. Centre for Social Marketing, 1999.
[76] Andreasen, Alan R. Marketing Social Change: Changing Behavior to Promote Health, Social Development, and the Environment. San Francisco: Josey-Bass Publishers, 1995, page 267.
[77] Andreasen, Alan R. Marketing Social Change: Changing Behavior to Promote Health, Social Development, and the Environment. San Francisco: Josey-Bass Publishers, 1995, page 267.
[78] Jowett Garth S. and Victoria O'Donnell. Propaganda and Persuasion. 2nd Edition. Newbury Park, CA: Sage Publications, 1992, Chapter 4, pp. 122-54.

and scholarly publications and conferences. There is a growing recognition that, "social marketing is an extremely powerful set of concepts and tools that can accomplish much to relieve pain and suffering of populations around the world and to address social problems that have their roots in undesirable behaviors."[79]

The power to influence public attitudes and behaviour for important social causes partly explains the appeal of social marketing. Indeed, as the literature reviewed in Part I of this paper demonstrated, mass media campaigns based on social marketing principles have much to offer. Numerous studies have detailed their effectiveness and the fact that they can deliver a cost-benefit payback. The PSA Research Centre reports that "even in today's highly competitive PSA environment, our typical TV PSAs generate in excess of $2 million using data from the A.C. Nielsen SIGMA tracking system."[80] They go on to note that "the documented $600,000 investment for fiscal year 1991 generated an estimated $60.3 million (a 100 to 1 return) in donated media time and space nationwide."[81] These results are impressive and demonstrate the extent to which the media has accepted PSAs as a normal part of their environment.

In addition to their cost effectiveness, media campaigns have shown their value in documented results. Referring briefly again to the McGruff campaign discussed above, it is clear that positive and ongoing benefits can be derived from keeping an important social issue before the public. Rosenbaum et al, note that the second evaluation of the program, conducted after 10 years of Justice Department support, concluded that, "we find no indications of decreases over the years in public attention or involvement with the campaign messages: on the contrary, the campaign appears to have continued to gain in popularity and impact over the past decade."[82] This is an encouraging finding for such a major initiative aimed at crime prevention. O'Keefe et al concur and suggest that the McGruff ads may have been able to capture citizens' attention, provide them information

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[79] Kotler, Philip, Ned Roberto and Nancy Lee. Social Marketing: Improving the Quality of Life. Thousand Oaks: Sage Publications, 2002, page xii.
[80] http://www.psaresearch.com/caf1024.html
[81] http://www.psaresearch.com/bib4211.html
[82] Rosenbaum Dennis P., Arthur J. Lurigio, Robert C. Davis. The Prevention of Crime: Social and Situational Strategies. Belmont, CA: West/Wadsworth, 1998, page 63.

that they retain and influence them enough to get involved in crime prevention behaviours.[83]

The following example provides evidence that mass media campaigns can have a significant impact on people's behaviour. The PSA Research Centre reports that "a teen alcoholism PSA campaign, for example, drew more than 76,000 calls to an 800 number that provided information on local referral centers. According to a study of those who called the "hope" line, 62% of callers took further action, including confronting a problem drinker. More than 30,000 of the callers were referred to local treatment centers or to state substance abuse agencies."[84]

Examples such as these suggest that behavioural change is possible through effective social marketing. This is important since the most reliable indicator of the success of a social marketing campaign is the extent to which it has achieved its goals.[85] However, herein lies one of the major challenges facing mass marketing, public awareness and PSA campaigns. To what extent can and do they actually influence behaviour? As Andreasen points out, "social marketing emphasizes behavior as the bottom line for everything it does. It does not settle for merely changing awareness or attitudes."[86]

Cautions in this regard are common in the literature. Thus, while social marketing campaigns can be designed to educate the public and influence their attitudes, values and beliefs, there is no guarantee that this will be related to a change in their behaviour.[87] Sacco and Trotman make this point explicit when they note that "increased awareness [does not] necessarily have behavioural consequences" (Lab, 1988) or that

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[83] O'Keefe, GJ, DP Rosenbau, PJ Lavrakas, K Reid and RA Botta. Taking A Bite Out Of Crime: The Impact Of The National Citizens' Crime Prevention Media Campaign. Thousand Oaks, California: Sage, 1996, page 63.

[84] http://www.psaresearch.com/caf1024.html

[85] Kotler, Philip, Ned Roberto and Nancy Lee. Social Marketing: Improving the Quality of Life. Thousand Oaks: Sage Publications, 2002, page 68.

[86] Andreasen, Alan R. Marketing Social Change: Changing Behavior to Promote Health, Social Development, and the Environment. San Francisco: Josey-Bass Publishers, 1995, page 35.

[87] McKenzie-Mohr, Doug and William Smith. Fostering Sustainable Behavior: An Introduction to Community-Based Social Marketing. British Columbia: New Society Publishers, 1999, page 7.

as a result of this increased awareness, audience members will be more likely to view crime as a problem that is personally salient (Tyler, 1984).[88]

The literature suggests that behaviour change, when it does occur, is based on a multitude of factors. These include the use of mass media, but also depend on the social context, group interaction, the role of opinion leaders, and whether or not the messages are seen as credible.[89]

Jowett and O'Donnell[90] have identified four processes that they believe are required for behavioural change. These include: (a) attentional processes, (b) retention processes, (c) motor-production processes, and (d) motivational processes. The first of these follows the principles of social learning theory and points out that attention should be paid to modelling behaviour, so that people can relate to it. Perception, motivation, needs, and goals influence the way people relate to the behaviour of others. If behaviours have value for them, they are more likely to pay attention. As well, successful behaviours are more likely to gain attention than unsuccessful ones. People also tend to pay more attention to behaviour that is modelled by those they find attractive and appealing as well as those they consider friends.[91]

These processes underscore some of the most important lessons about social marketing discussed in the literature. They highlight the significance of knowing and understanding the target audience. The literature emphasizes the fact that audiences are usually heterogeneous and social marketing campaigns are more likely to be successful when they are tailored to each audience segment. This is known as market segmentation and according to Health Canada's Social Marketing Network, "effective **Market Segmentation** (emphasis in original) increases the possibility of success in a social marketing campaign. Its objective is to isolate those parts of the market which offer the

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[88] Sacco, Vincent F. and Meena Trotman. Public Information Programming and Family Violence: Lessons from the Mass Media Crime Prevention Experience. Canadian Journal of Criminology. Vol. 32. 91-105. 1990.

[89] Jowett Garth S. and Victoria O'Donnell. Propaganda and Persuasion. 2nd Edition. Newbury Park, CA. Sage Publications, 1992. Chapter 4, pp. 122-54.

[90] Jowett Garth S. and Victoria O'Donnell. Propaganda and Persuasion. 2nd Edition. Newbury Park, CA. Sage Publications, 1992. Chapter 4, pp. 122-54.

[91] Jowett Garth S. and Victoria O'Donnell. Propaganda and Persuasion. 2nd Edition. Newbury Park, CA. Sage Publications, 1992. Chapter 4, pp. 122-54.

greatest potential for success in persuasive communication, and to concentrate the marketing effort on them."[92]

Kotler et al[93] note that a fundamental principle in social marketing is to try to understand as much as you can about your target audience. That is, information is required about what they currently know, what they believe and what they do. This is particularly important in crime prevention related initiatives where it is vital that the saliency of the issue for the audience be understood as well as their perceptions about the possibility of doing something about the problem. The research in this area suggests that these beliefs "vary considerably across social class, geographic locale, and other demographic boundaries (Rosenbaum, 1988; Lavrakas and Bennett, 1988; Greenberg, 1987; O'Keefe and Reid-Nash, 1987) (Such variations can be found with health issues, traffic safety and other societal concerns, but for crime the differentiation are typically more visible to the average citizen and are readily documented in crime rate figures.)."[94]
At the same time, Weinrich[95] reminds us that if we want to be effective, we have to pay attention to both our internal as well as external audiences – the groups involved in the social marketing initiative. She states that "external publics include the target audience, secondary audiences, policymakers, and gatekeepers, while the internal publics are those who are involved in some way with either approval or implementation of the program."[96]

If knowing your target audience in great detail is a key factor in the success of any social marketing campaign, then having a solid research foundation is essential. Indeed, pre-campaign research is indispensable to successful social marketing campaigns, since, "campaign planners need to learn all they can about two fundamental factors: the problem or behavior that is being addressed via the campaign; and the demographic and psychographic details of the primary target audience."[97] This will provide those developing the campaign with the type of detailed information they need to create

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[92] Health Canada Social Marketing Network. What Is Social Marketing? A Primer. http://www.hc-sc.gc.ca/english/socialmarketing/social_marketing/primer.html
[93] Kotler, Philip, Ned Roberto and Nancy Lee. Social Marketing: Improving the Quality of Life. Thousand Oaks: Sage Publications, 2002. Page 7

[94] http://www.psaresearch.com/bib4211.html
[95] http://www.social-marketing.com/Whatis.html
[96] http://www.social-marketing.com/Whatis.html
[97] http://www.psaresearch.com/caf1024.html

specific messages and strategies for the various audiences they are trying to reach. The key point here is that, "if you want to change someone's behaviour, you have to know as much as you possibly can about them."[98]

Social marketers employ a wide variety of research techniques to collect the information they need about their target audiences. This includes both qualitative and quantitative methodologies. As well, multiple data sources are utilized. This can include existing secondary data sources such as official statistics related to the demographic profiles of communities. It also usually involves primary data collection through surveys, interviews, focus group sessions and direct observation.

An important function of the research process in social marketing is to identify the barriers that may prevent target groups from acting as well as the benefits that might motivate them to act. According to McKenzie-Mohr and Smith,[99] people tend to be more receptive to actions that involve high benefits and low barriers. At the same time, they will avoid situations with few benefits and many barriers. As with target audiences in general, however, "perceived barriers and benefits vary dramatically among individuals. A benefit to one person may be a barrier to another..."[100] A research-based social marketing campaign can help to identify existing barriers and determine alternatives to them.

McKenzie-Mohr and Smith[101] offer several ideas regarding how barriers can be successfully addressed. They suggest that incentives can be used to motivate target audience members to act. They also note that you can influence behaviour by getting a commitment from those you want to reach. In this regard, they found that people were much more likely to follow through with an activity after they had signed a form or made a public commitment to it. Another strategy for overcoming barriers is to ensure that the activity is relevant and that we clearly tell the target audience what we want them to do. This latter point is raised repeatedly in the social marketing literature.

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[98] Health Canada Social Marketing Network. What Is Social Marketing? A Primer. http://www.hc-sc.gc.ca/english/socialmarketing/social_marketing/primer.html
[99] McKenzie-Mohr, Doug and William Smith. Fostering Sustainable Behavior: An Introduction to Community-Based Social Marketing. British Columbia: New Society Publishers, 1999, page 20.
[100] McKenzie-Mohr, Doug and William Smith. Fostering Sustainable Behavior: An Introduction to Community-Based Social Marketing. British Columbia: New Society Publishers, 1999, page 20.
[101] McKenzie-Mohr, Doug and William Smith. Fostering Sustainable Behavior: An Introduction to Community-Based Social Marketing. British Columbia: New Society Publishers, 1999, page x- xi.

Coffman[102] notes that to be effective social marketers have to let the target audience "know the actions they want people to take." Many PSAs and other mass media messages falter in this regard since there are no clear signals to the audience about what is required of them. A PSA is much more likely to be successful if it has a "message that can be summarized in a single declarative sentence. Most importantly, the message should be actionable, meaning we evoke the desired response from the audience, and there should be a response required."[103]

Social marketing research has also recognized the importance of social context and the positive impact that grounding a campaign in the local community can have on behaviour. For example, in their research on automobile crashes, Coleman and Thorson[104] found that providing the target audience with information related to these crashes such as the type of car involved, whether the occupants were wearing seat belts and whether they were drinking and driving had a significant impact in changing attitudes and behaviour. This information caused the local media in the study community to alter the way they reported auto crashes. This contributed to changing the public's perception of the problem and subsequently lowering the number of such crashes.

This type of research has demonstrated the importance of locating behaviour in a relevant social context. While the media can put the issue before the public, "more direct forms of citizen contact and intervention are apt to generate complex attitudinal or behavioral changes (Rogers and Storey, 1987)."[105] McKenzie-Mohr and Smith concur and argue that "initiatives to promote behavior change are often most effective when they are carried out at the community level and involve direct contact with people."[106]

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[102] Coffman, Julia. Public Communication Campaign Evaluation: An Environmental Scan of Challenges, Criticisms, Practice, and Opportunities. Harvard Family Research Project, May 2002.

[103] http://www.psaresearch.com/caf1024.html

[104] Coleman, Renita and Esther Thorson. The Effects of News Stories that Put Crime and Violence Into Context: Testing the Public Health Model of Reporting. Journal of Health Communication, Vol. 7, pp. 401-425, 2003.

[105] http://www.psaresearch.com/bib4211.html

[106] McKenzie-Mohr, Doug and William Smith. Fostering Sustainable Behavior: An Introduction to Community-Based Social Marketing. British Columbia: New Society Publishers, 1999, page x- xi

Those working in the field of social marketing have considered these and other key lessons discussed in the literature. They have been used in the development of models and principles intended for those developing their own social marketing strategies. Several of these are provided here as exemplars of the type of advice that is currently being offered.

One of the first suggestions that should be addressed is the considerable support that exists in the literature for the use of a mix of media and community-related elements in a social marketing strategy. This was based on the recognition that providing people only with information about an issue is not sufficient. Robinson[107] points out that education has become the universal panacea for those addressing problems from domestic violence to drunk driving. He argues that the lack of awareness may not be enough and that we may need to rethink what we mean by public education. And as Coffman notes, social marketing campaigns that feature only media communications are rare today. Campaigns usually "coordinate media efforts with a diverse mix of other communication channels, some interpersonal and some community-based, in order to extend the reach and frequency of the campaign's messages and increase the probability that messages will successfully result in a change (Dungan-Seaver, 1999)."[108] This is consistent with the approach favoured by Health Canada's Marketing Network mentioned above which notes the usefulness of various components in a marketing mix including special events, promotions and corporate sponsorships.[109] A good mix might include both "air" and "ground" strategies. The air strategy is the public media campaign and the ground strategy uses community-based communications or grassroots organizing."[110]

Decisions about the appropriate marketing mix for any social marketing campaign have to maintain a focus on consumers and their needs. One model that is discussed with respect to the planning process refers to decisions about, "1) the conception of a Product, 2) Price, 3) distribution (Place), and 4) Promotion. These are often called the

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[107] Robinson, Les. "The Seven Doors Social Marketing Approach." This paper was presented at the Waste Educate 98 Conference.
[108] Coffman, Julia. Public Communication Campaign Evaluation: An Environmental Scan of Challenges, Criticisms, Practice, and Opportunities. Harvard Family Research Project, May 2002.
[109] Health Canada Social Marketing Network. What Is Social Marketing? A Primer. Health Canada Social Marketing Network.
http://www.hc-sc.gc.ca/english/socialmarketing/social_marketing/primer.html
[110] Coffman, Julia. Public Communication Campaign Evaluation: An Environmental Scan of Challenges, Criticisms, Practice, and Opportunities. Harvard Family Research Project, May 2002.

'Four Ps' of marketing. Social marketing also adds a few more Ps."[111] Weinrich outlines these additional "Ps" and states that they include: publics, partnership, policy and purse strings. These eight factors cover the basic elements that should be considered in the planning process related to a social marketing campaign.

Other elements that have been discussed in the literature include, "a consumer orientation (Lefebvre and Flora 1988, Lefebvre 1992b, Andreasen 1995), an exchange (Lefebvre and Flora 1988, Lefebvre 1996, Leathar and Hastings 1987, Smith 1997) and a long-term planning outlook (Andreasen 1995).[112] There is also the need to develop a strategic plan that accounts for all aspects of the campaign from research to message production through to evaluation.[113]

Weinrich suggests that effective social marketing campaigns require research at each stage of the process including ongoing evaluation and assessment to ensure that the program is working as planned.[114] She goes on to highlight five general stages involving different types of activities. These include 1) Planning; 2) Message and materials development; 3) Pre-testing; 4) Implementation; and 5) Evaluation and feedback. These are illustrated in the following figure.

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[111] Weinreich, Nedra Kline. What is Social Marketing? http://www.social-marketing.com/Whatis.html
[112] MacFadyen Lynn, Martine Stead and Gerard Hastings. Social Marketing: A Synopsis. Centre for Social Marketing, 1999.
[113] http://www.psaresearch.com/caf1024.html
[114] Weinreich, Nedra Kline. Research in the Social Marketing Process. http://www.social-marketing.com/process.html

Adapted from: Weinreich, Nedra Kline. Research in the Social Marketing Process. http://www.social-marketing.com/process.html

Consistent with the literature in this field, Weinrich[115] begins with the importance of the planning phase. Effective research then informs the message and materials developed in Step 2. Once prepared, these are pre-tested to assess whether they are achieving the desired results and whether they are appropriate for the audience segment for which they are intended. Step 4 is the implementation stage while Step 5 involves evaluation. Note, however, that there is an ongoing feedback process based on research and related to ongoing evaluation.

Philip Kotler and his colleagues are widely regarded as leaders in the field of social marketing. They have put together the following list that they call the twelve elements of success.

- Take advantage of what is known and has been done before.

[115] Weinreich, Nedra Kline. Research in the Social Marketing Process. http://www.social-marketing.com/process.html

- Start with target markets that are (most) ready for action.
- Promote a single, doable behavior; explained in simple, clear terms.
- Consider incorporating and promoting a single tangible object with the target behavior.
- Understand and address perceived benefits and costs.
- Make access easy.
- Develop attention-getting and motivational messages.
- Choose appropriate media channels and watch for opportunities for audience participation in traditional media vehicles.
- Provide response mechanisms that make it easy and convenient for inspired audiences to act on recommended behaviors.
- Allocate appropriate resources for media and outreach.
- Allocate appropriate resources for research.
- Track results and make adjustments.[116]

This list provides both obvious as well as some not-so-obvious suggestions for ensuring the success of a social marketing campaign. Many of these ideas echo the themes discussed earlier such as the need to understand benefits and costs that was discussed above with respect to barriers and incentives. It reminds us to make it easy for interested audience members to respond. However, it also encourages the allocation of appropriate resources to both media outreach and research.

Focusing particularly on the objective of encouraging social change with a social marketing campaign, Robinson has developed what he calls the seven Steps To Social Change.[117] These refer to seven pre-conditions that he believes identify what it takes to get people to alter their behaviour. The 7 Steps to Social Change are presented in the illustration below.

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[116] Kotler, Philip, Ned Roberto and Nancy Lee. Social Marketing: Improving the Quality of Life. Thousand Oaks: Sage Publications, 2002, page 68.

[117] Robinson, Les. "The Seven Doors Social Marketing Approach." This paper was presented at the Waste Educate 98 Conference.

Adapted from Robinson, Les. "The Seven Doors Social Marketing Approach" This paper was presented at the Waste Educate 98 Conference.

Note how these seven elements reflect different aspects of what motivates people to act or not to act. These may be important to bear in mind when considering barriers to action or factors that can entice people to change their behaviour.

Sacco and Trotman[118] examined the use of mass media in campaigns to prevent family violence. They identified the following factors as being important for campaign success:

- widespread exposure of audience members to campaign materials is ensured
- audience members perceive campaign themes as salient
- campaign themes are not contradicted by other powerful information sources
- campaign goals are modestly and realistically defined by program planners
- campaign materials are focused upon specific types of attitudinal or behavioural change
- intended campaign effects are supported by informal interpersonal communications
- barriers to attitudinal or behavioural change are effectively met by campaign materials
- audience members are properly targeted with respect to lifestyle and beliefs as well as media preferences and habits

[118] Sacco, Vincent F. and Meena Trotman. Public Information Programming and Family Violence: Lessons from the Mass Media Crime Prevention Experience. Canadian Journal of Criminology, Vol. 32, pp.94, 1990.

Finally, Sacco and Silverman [119] identified five principles of successful campaigns that they derived from an extensive review of the literature. These include:

- The effective dissemination of information
- The salience of the campaign information
- The absence of contradictory information
- The realistic definition of campaign goals
- The specification of particular behaviours

As was the case with the other models we have considered, Sacco and Silverman highlight some of the messages discussed throughout this paper. For example, they note the importance of having a message that is salient to the target audience and alert us to the need to be cognisant of contradictory information. They note the importance of telling people what we want them to do and remind us to establish realistic goals.

Each of these models and lists serves to emphasize some of the common themes found in the literature and discussed in this report. The consistency in the messages suggests that these lessons have much to tell us about what makes social marketing campaigns effective and successful. Each allows us to consider these lessons from a slightly different perspective. Taken together, they provide a useful overview of the elements involved in a successful social marketing campaign.

To conclude this section, we would like to reference an influential book published in 2000 called The Tipping Point, [120] in which author Maxwell Gladwell considers how social change comes about. He argues that social change is not usually due to dramatic incidents or extra-ordinary events. On the contrary, he says that "ideas and products and messages and behaviors spread just like viruses do."[121] His message has particular relevance for social marketing campaigns since it highlights the potential impact of interesting ideas, well-crafted messages and the power of word of mouth.

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[119] Sacco, Vincent F. and Robert A. Silverman. Selling Crime Prevention: The Evaluation of a Mass Media Campaign. Journal of Criminal Justice, Vol. 10, pp. 257-269, 1982.

[120] Gladwell, Maxwell. The Tipping Point: How Little Things Can Make a Big Difference. Boston: Little, Brown and Company, 2000, page 7.

[121] Gladwell, Maxwell. The Tipping Point: How Little Things Can Make a Big Difference. Boston: Little, Brown and Company, 2000, page 7.

His discussion of the tremendous drop in crime in New York is so compelling that it is worth quoting at length:

> The crime decline in New York surely happened the same way. It wasn't that some huge percentage of would-be murderers suddenly sat up in 1993 and decided not to commit any more crimes. Nor was it that the police managed magically to intervene in a huge percentage of situations that would otherwise have turned deadly. What happened is that the small number of people in the small number of situations in which the police or the new social forces had some impact started behaving very differently, and that behavior somehow spread to other would-be criminals in similar situations. Somehow a large number of people in New York got "infected" with an anti-crime virus in a short time.

How can this insight be applied in a social marketing campaign aimed at responding to organized crime in Canada?

Conclusions

This discussion paper examined how the RCMP could use social marketing and related public education and media campaigns in their ongoing efforts to combat to organized crime in Canada. This was an exploratory study and the first of its type. It considered initiatives aimed at raising awareness as well as educating and engaging both the public and the law enforcement community. Part I of this report of began with an overview of current perceptions and responses to organized crime in Canada including existing public awareness campaigns. Several key examples were then considered of how media campaigns have been used in various anti-crime and crime prevention initiatives in Canada and elsewhere. This included evaluation studies of national crime prevention initiatives such as the McGruff "Take A Bite Out Of Crime" campaign in the US. Media campaigns in related fields were also discussed including those dealing with such law enforcement issues as substance abuse, and drinking and driving. These examples provided important insights into the use of mass media campaigns for raising awareness and changing behaviour.

In Part II of this report, the analysis shifted to a more specific examination of social marketing. This began with a historical overview of the development of this field as well as a consideration of the theoretical assumptions upon which it is based. The lessons presented in the literature on effective social marketing were highlighted and their implications for a campaign aimed at organized crime were considered.

An important distinction between social marketing and conventional business marketing was drawn early on in this discussion. That is, rather than being focused on selling goods and maximizing private profit, social marketing is at aimed promoting ideas and encouraging behavioural change to enhance the public good. While social marketing is based on promoting ideas instead of selling products, the basic marketing principles involved remain the same. Importantly, social marketing experts go beyond raising awareness or changing attitudes, focusing instead on changing behaviour. Indeed, changing behaviour is the bottom line for social marketing. In this regard, the research

has shown that changing behaviour is difficult and based on a multitude of factors including the use of mass media, the social context, group interaction, the actions of leaders, and the credibility of messages.

An important and recurring theme in the literature was that the audiences of social marketing campaigns are usually heterogeneous. Consequently, the success of social marketing campaigns often depends on how well they are able to reach each segment of their target audience. The importance of audience segmentation has led many social marketing professionals to emphasize the need to develop a thorough understanding of the target audience. In this regard, the emphasis of many social marketing experts is on the critical importance of research. An effective research component provides vital information about the target audience and its needs, interests and concerns. As well, the research process can help to identify the barriers that may prevent people from changing their attitudes and behaviour and the inducements that may get them to change. Effective research allows more relevant messages to be created and provides a means of assessing the impact of the campaign on an ongoing basis.

The literature on social marketing has also recognized the importance of social context for changing social behaviour. For example, people are more likely to follow through on a change if they make a commitment to do so in public. Positive support from fellow community members is also important since it emphasizes the desired outcomes. In this regard, community leaders were recognized as key social actors in a local context, able to influence the decisions of their fellow community members. The ability to engage leaders and other partners in the community (businesses and volunteer sector groups) was also identified as an important element of the community infrastructure. The literature contained a clear message regarding the importance of the local context (people and relationships) for the success of any social marketing campaign.

The social marketing literature also highlighted the need for a mix of media and community-related elements in a social marketing strategy. Having a systematic approach was seen as crucial in this regard. Knowing the needs and concerns of target

audience segments can assist in the development of a systematic social marketing plan including decisions about the appropriate marketing mix for any target audience.

An effective social marketing message will specify what actions are expected of the target audience. Conversely, it will contain a clear indication about what audience members can expect in return if they do what is asked of them. This idea of "exchange" is central to social marketing and reflects a clear understanding of the barriers inhibiting behavioural change and the benefits that can induce target audience members to comply with a request.

Based on these findings, a number of recommendations and possible future actions can be identified. These are presented below.

RECOMMENDATIONS:

1. **Establish Clear Goals and Objectives:**
   It is important at the outset of any social marketing campaign to establish clear goals and objectives. As noted above, there are several options including raising awareness, educating the target audience and changing behaviour. Each requires particular actions to be taken. It is important to note that changing attitudes does not necessarily translate into changing behaviour. Moreover, changing behaviour is difficult, requiring a considerable investment in time and resources. Goals and expectations should be established with this in mind, keeping expectations in line with what is realistic. At the same time, sufficient resources need to be available and matched with expectations.

2. **Develop a Systematic Plan:**
   A systematic plan forms the basis of any successful social marketing campaign. Such a plan should be built on solid information from existing sources as well as tailored research. The plan should reflect the goals and objectives of the social marketing campaign as well as the resources available to carry it out. A systematic plan provides all involved with a clear indication of what to expect, when and who will be involved and how this will unfold. Each component of the plan builds logically on what has come before and uses research to evaluate each element of the plan on an ongoing basis. The research also helps to identify the target audience(s) and informs decisions on the appropriate mix of strategies to be used.

3. **Identify Target Audience(s) and Tailor Messages:**
   Successful social marketing plans are based on a thorough understanding of the target audience(s), including their needs and concerns. This is can be derived from research on the target audience that can be gathered in a variety of ways, including surveys, case studies and focus group sessions. Information on the target audience will help to identify barriers to behavioural change, as well as inducements that will help target audience members to see the benefits of changing their behaviour.

Information about the target audience(s) is vital to the development of marketing messages that should be tailored to each audience segment. Test marketing of the messages can gauge their relevance to audience members as well as their effectiveness in inducing change.

4. **Link Plan to Local Communities and Contexts:**
The literature on social marketing emphasizes the importance of grounding a marketing campaign in the local community. This requires a decentralized approach that is sensitive to regional and local contexts. It also emphasizes the need to identify the specific mix of strategies that will be used in different communities. The particular approach taken in each community should reflect the needs and concerns of the local target audience as well as the culture of the community. Attention and recognition should be given to what has already been done or is currently underway. An assessment should also be made of existing resources available in the community that could be mobilized to support the campaign, including media resources.

5. **Establish Partnerships and Develop an Infrastructure of Support:**
Partnerships and connections to the local infrastructure represent important elements of successful social marketing campaigns. Part of the social marketing plan should include a way of engaging key community leaders and interested stakeholders (e.g., police, community organizations, media representatives, marketing experts, etc.). The marketing mix that is developed should incorporate the participation of partners and take advantage of the opportunities provided by the existing infrastructure in a community. Schools, senior citizen centres, service clubs and the volunteer sector represent important elements of most communities. Each can be engaged to enhance the efforts of a systematic and comprehensive social marketing campaign.

6. **Link Communication to Enforcement**
The research on social marketing related to law enforcement and crime prevention highlighted the importance of linking marketing messages to enforcement efforts. A systematic plan should include the dissemination of information as well as enforcement strategies. The public should be informed of what is expected of them as well as the benefits of complying with changes in behaviour. Including an enforcement component demonstrates the seriousness of the campaign to the public.

7. **Engage Social Marketing Professionals:**
A social marketing campaign includes many complex elements. The literature emphasizes the importance of employing professionals in the development of media messages. Well-crafted, professional media spots can make an enormous difference in the success of a campaign. The literature also suggests that there are many professional groups willing to contribute their time and expertise to social marketing efforts including the development of public service announcements. The literature points out, however, that those engaging in social marketing may want to purchase time for their PSAs in order to maximize their effectiveness. That way, they can control when, where and how often the spots are shown as opposed to relying on the media outlets to provide time free of charge.

8. **Establish Evaluation and Assessment Strategies:**
   The importance of research for successful social marketing campaigns has been emphasized throughout these recommendations. In addition to its other uses, a solid research plan includes a capacity to engage in ongoing evaluation and assessment. An action research approach can provide timely information regarding various aspects of a social marketing plan and allow for modifications and adjustments to be made in a timely fashion.

Other Reports Available

Date	Title	Author
December 2004	Organized Crime and Human Trafficking in Canada: Tracing Perceptions and Discourses	Christine Bruckert, Ph.D. & Colette Parent, Ph.D.
September 2003	Aboriginal Organized Crime in Canada: Developing a Typology for Understanding and Strategizing Responses	E.J. Dickson-Gilmore, Ph.D. & Chris Whitehead
May 2003	CCTV: Literature Review and Bibliography	Wade Deisman, M.A.
May 2003	Media Coverage of Organized Crime – Police Managers Survey	Judith Dubois
April 2003	Canada and the New Challenges Posed By Corruption in the New World Order: A Literature Review	Fernando Acosta, Ph.D.
March 2003	Criminal Networks	Vincent Lemicux, Ph.D.
March 2003	The Direct and Indirect Impacts of Organized Crime on Youth, as Offenders and Victims	Holly Richter-White, M.A.
June 2002	Canada-US Law Enforcement Border Partnership – An Evolving Situation	Marcel-Eugène LeBeuf, Ph.D
June 2002	On Organized crime and police cooperation in the European Union – lessons learned. Interview with Professor Cyrille Fijnaut	Marcel-Eugène LeBeuf, Ph.D
June 2002	Media Coverage of Organized Crime: Impact on Public Opinion	Judith Dubois
June 2002	Trafficking in Human Beings and Organized Crime: A Literature Review	Christine Bruckert, Ph.D. & Colette Parent, Ph.D.
April 2002	Communities, Contraband and Conflict: Considering Restorative Responses to Repairing the Harms Implicit in Smuggling in the Akwesasne Mohawk Nation	E.J. Dickson-Gilmore, Ph.D.
1999	A Report on the Evaluation of RCMP Restorative Justice Initiative: Community Justice Forum as seen by Participants	Jharna Chatterjee, Ph.D.
August 1998	Restorative Justice And Policing In Canada Bringing The Community Into Focus	Margaret Shaw & Frederick Jané